1	LOCAL GOVERNMENT CAPITAL PROJECTS
2	2003 GENERAL SESSION
3	STATE OF UTAH
4	Sponsor: Howard A. Stephenson
5	This act modifies provisions relating to certain capital projects of certain local
6	government entities. The act requires that counties, municipalities, special districts, and
7	local districts request bids for certain capital projects and establishes a bid process,
8	including the amount of the project for which a bid is required. The act provides for the
9	amount of the cost of a project required to be submitted to bids to be adjusted for
10	inflation. The act provides for attorney's fees and costs to be awarded to a successful
11	party against the local government entity in a civil action for a violation of the
12	requirements. The act also makes technical changes.
13	This act affects sections of Utah Code Annotated 1953 as follows:
14	AMENDS:
15	<b>17A-2-1314</b> , as last amended by Chapter 133, Laws of Utah 2000
16	<b>17A-3-208</b> , as last amended by Chapters 86 and 133, Laws of Utah 2000
17	§ [ <del>53A-20-101, as last amended by Chapters 86 and 123, Laws of Utah 2000</del> ] §
18	72-6-109, as renumbered and amended by Chapter 270, Laws of Utah 1998
19	ENACTS:
20	<b>11-39-101</b> , Utah Code Annotated 1953
21	<b>11-39-102</b> , Utah Code Annotated 1953
22	<b>11-39-103</b> , Utah Code Annotated 1953
23	<b>11-39-104</b> , Utah Code Annotated 1953
24	<b>11-39-105</b> , Utah Code Annotated 1953
25	<b>11-39-106</b> , Utah Code Annotated 1953
25a	Ş <u>11-39-107, UTAH CODE ANNOTATED 1953</u> ş
26	REPEALS:
27	10-7-20, as last amended by Chapter 365, Laws of Utah 1999



28	17-53-308, as renumbered and amended by Chapter 133, Laws of Utah 2000
29	17A-2-531, as last amended by Chapters 86 and 254, Laws of Utah 2000
30	17A-2-723, as last amended by Chapter 285, Laws of Utah 2002
31	Be it enacted by the Legislature of the state of Utah:
32	Section 1. Section 11-39-101 is enacted to read:
33	CHAPTER 39. BUILDING IMPROVEMENTS AND PUBLIC WORKS PROJECTS
34	<u>11-39-101.</u> Definitions.
35	As used in this chapter:
36	(1) "Bid limit" means:
37	(a) for a building improvement:
38	(i) for the year 2003, \$40,000; and
39	(ii) for each year after 2003, the amount of the bid limit for the previous year, plus an
40	amount calculated by multiplying \$40,000 by the lesser of 3% or the actual percent change in
41	the Consumer Price Index during the previous calendar year; and
42	(b) for a public works project:
43	(i) for the year 2003, \$125,000; and
44	(ii) for each year after 2003, the amount of the bid limit for the previous year, plus an
45	amount calculated by multiplying \$125,000 by the lesser of 3% or the actual percent change in
46	the Consumer Price Index during the previous calendar year.
47	(2) "Building improvement":
48	(a) means the construction or repair of a public building or structure; and
49	(b) does not include the construction or repair:
50	(i) of a building or structure;
51	(ii) at an international airport; and
52	(iii) that is financed by tax dollars collected outside of the state.
53	(3) "Consumer Price Index" means the Consumer Price Index for All Urban
54	Consumers as published by the Bureau of Labor Statistics of the United States Department of
55	<u>Labor.</u>
56	(4) "Emergency repairs" means a building improvement or public works project
57	undertaken on an expedited basis to:
58	(a) eliminate an imminent risk of damage to or loss of public or private property;

59	(b) remedy a condition that poses an immediate physical danger; or
60	(c) reduce a substantial, imminent risk of interruption of an essential public service.
61	(5) "Legislative body" means:
62	(a) for a county, the county legislative body;
63	(b) for a city or town, the municipal legislative body;
64	(c) for an independent special district under Title 17A, Chapter 2, Independent Special
65	Districts, or local district under Title 17B, Chapter 2, Local Districts, the board of trustees; and
66	(d) for a dependent special district under Title 17A, Chapter 3, Dependent Special
67	Districts, the board or other body that exercises legislative authority with respect to the
68	dependent special district.
69	(6) "Local entity" means a county, city, town, special district under Title 17A, Special
70	Districts, or local district under Title 17B, Chapter 2, Local Districts.
71	(7) "Lowest responsive responsible bidder" means a prime contractor who:
72	(a) has submitted a bid in compliance with the invitation to bid and within the
73	requirements of the plans and specifications for the building improvement or public works
74	project;
75	(b) is the low bidder;
76	(c) has furnished a bid bond or equivalent in money as a condition to the award of a
77	prime contract; and
78	(d) furnishes a payment and performance bond as required by law.
79	(8) "Public works project":
80	(a) means the construction of:
81	(i) a park or recreational facility; or
82	(ii) a pipeline, culvert, dam, canal, or other system for water, sewage, storm water, or
83	flood control; and
84	(b) does not include:
85	(i) the replacement or repair of existing infrastructure on private property;
86	(ii) construction commenced before June 1, 2002; and
87	(iii) construction at an international airport financed by tax dollars collected outside of
88	the state.
29	Section 2 Section 11-39-102 is enacted to read:

90	11-39-102. Requirement for plans and specifications and cost estimate.
91	§ [The legislative body of each] EACH § local entity intending to undertake a building improvement
92	or public works project paid for by the local entity shall cause:
93	(1) plans and specifications to be made for the building improvement or public works
94	project; and
95	(2) an estimate of the cost of the building improvement or public works project to be
96	made.
97	Section 3. Section 11-39-103 is enacted to read:
98	11-39-103. Requirements for undertaking a building improvement or public
99	works project Request for bids.
100	(1) If the estimated cost of the building improvement or public works project exceeds
101	the bid limit, the \$ [legislative body] LOCAL ENTITY \$ shall, if it determines to proceed with the building
102	improvement or public works project:
103	(a) request bids for completion of the building improvement or public works project
104	<u>by:</u>
105	(i) publishing notice at least twice in a newspaper published or of general circulation in
106	the local entity at least five days before opening the bids; or
107	(ii) if there is no newspaper published or of general circulation in the local entity,
108	posting notice at least five days before opening the bids in at least five public places in the
109	local entity and leaving the notice posted for at least three days; and
110	(b) except as provided in Subsection (3)(c), enter into a contract for the completion of
111	the building improvement or public works project with the lowest responsive responsible
112	bidder.
113	(2) (a) Each notice under Subsection (1)(a) shall indicate that the \$ [legislative body] LOCAL
113a	ENTITY \$ may
114	reject any or all bids submitted.
115	(b) \$ (i) \$ The cost of a building improvement or public works project may not be divided to
116	\$ [permit the making of the building improvement or public works project in multiple parts,
117	except by contract.] AVOID:
117a	(A) EXCEEDING THE BID LIMIT; AND
117b	(B) SUBJECTING THE LOCAL ENTITY TO THE REQUIREMENTS OF THIS SECTION.
117c	(ii) NOTWITHSTANDING SUBSECTION (2)(b)(i), A LOCAL ENTITY MAY DIVIDE THE COST OF A
117d 117e	BUILDING IMPROVEMENT OR PUBLIC WORKS PROJECT THAT WOULD, WITHOUT DIVIDING,
	EXCEED THE BID LIMIT IF THE LOCAL ENTITY COMPLIES WITH THE REQUIREMENTS OF THIS

117g	§ WORKS PROJECT THAT RESULTS FROM DIVIDING THE COST. §
118	(3) (a) The \$ [legislative body] LOCAL ENTITY \$ may reject any or all bids submitted.
119	(b) If the \$ [legislative body] LOCAL ENTITY \$ rejects all bids submitted but still intends to
119a	undertake the
120	building improvement or public works project, the \$ [legislative body] LOCAL ENTITY \$ shall again
120a	request bids by

121	following the procedure provided in Subsection (1)(a).
122	(c) If, after twice requesting bids by following the procedure provided in Subsection
123	(1)(a), the \$ [legislative body] LOCAL ENTITY \$ determines that no satisfactory bid has been
123a	submitted, the
124	legislative body may undertake the building improvement or public works project as it
125	considers appropriate.
126	Section 4. Section 11-39-104 is enacted to read:
127	11-39-104. Exceptions.
128	(1) The requirements of Section 11-39-103 do not apply to:
129	(a) emergency repairs;
130	(b) a building improvement or public works project if the estimated cost under Section
131	11-39-102 is less than the bid limit; or
132	(c) the conduct or management of any of the departments, business, or property of the
133	local entity.
134	(2) This section may not be construed to limit the application of Section 72-6-108 to an
135	improvement project, as defined in Section 72-6-109, that would otherwise be subject to
136	Section 72-6-108.
137	Section 5. Section 11-39-105 is enacted to read:
138	11-39-105. Retained payments.
139	Each payment that the local entity retains or withholds on a contract with a private
140	person, firm, or corporation shall be retained or withheld and released as provided in Section
141	<u>13-8-5.</u>
142	Section 6. Section 11-39-106 is enacted to read:
143	11-39-106. Attorney's fees and costs in civil action.
144	In a civil action to enforce the provisions of this part against a local entity, the court
145	may award attorney's fees and costs to the prevailing party.
145a	Ş Section 7. Section 11-39-107 is enacted to read:
145b	11-39-107. County may adopt procurement code.
145c	(1) THIS CHAPTER MAY NOT BE CONSTRUED TO PROHIBIT A COUNTY LEGISLATIVE BODY
145d	FROM ADOPTING THE PROCEDURES OF TITLE 63, CHAPTER 56, UTAH PROCUREMENT CODE.
145e 145f	(2)(a) IN SEEKING BIDS AND AWARDING A CONTRACT FOR A BUILDING IMPROVEMENT OR PUBLIC WORKS PROJECT, A COUNTY LEGISLATIVE BODY MAY ELECT TO FOLLOW THE
145g	PROVISIONS OF TITLE 63, CHAPTER 56, UTAH PROCUREMENT CODE, AS THE COUNTY
145h	LEGISLATIVE BODY CONSIDERS APPROPRIATE UNDER THE CIRCUMSTANCES FOR
145i	SPECIFICATION PREPARATION, SOURCE SELECTION, OR CONTRACT FORMATION.
145j	(b) AN ELECTION TO ADOPT THE PROCEDURES OF TITLE 63, CHAPTER 56, §

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145k	§ UTAH PROCUREMENT CODE, MAY NOT EXCUSE THE COUNTY FROM COMPLYING WITH THE
145I	REQUIREMENTS TO AWARD A CONTRACT FOR WORK IN EXCESS OF THE BID LIMIT AND TO
145m	PUBLISH NOTICE OF THE INTENT TO AWARD.
145n	(3) AN ELECTION UNDER SUBSECTION (2) MAY BE MADE ON A CASE-BY-CASE BASIS,
145o	UNLESS THE COUNTY HAS PREVIOUSLY ADOPTED THE UTAH PROCUREMENT CODE AS
145p	PERMITTED BY SUBSECTION 63-56-2(3)(e).
145q	(4) IF AN ELECTION IS MADE, IT SHALL BE DONE IN AN OPEN MEETING OF THE COUNTY
145r	LEGISLATIVE BODY, AND THE PORTIONS OF THE UTAH PROCUREMENT CODE TO BE FOLLOWED
145s	FOR THE WORK UNDER CONSIDERATION SHALL BE SPECIFIED IN THE LEGISLATIVE BODY'S
145t	ACTION. ş
146	Section 7. Section <b>17A-2-1314</b> is amended to read:
147	17A-2-1314. Rights, powers, and authority of service district.
148	(1) In addition to all other rights, powers, and authority granted by law or by other
149	provisions of this part, a service district has the following rights, powers and authority:
150	(a) The right to sue and be sued.
151	(b) The power to exercise all powers of eminent domain possessed by the county or

municipality which established the service district.

(c) The power to enter into contracts considered desirable by the governing authority of the service district to carry out the functions of the service district, including, without limitation, the power to enter into contracts with the government of the United States or any of its agencies, the State of Utah, counties, municipalities, school districts, and other public corporations, districts, or political subdivisions including institutions of higher education. These contracts may include, without limitation, provisions concerning the use, operation, and maintenance of any facilities of the service district and the collection of fees or charges with respect to commodities, services, or facilities provided by the service district.

- (d) The power to acquire or construct facilities, to purchase, take, receive, lease, take by gift, devise or bequest, or otherwise acquire, own, hold, improve, use, finance, and otherwise deal in and with real and personal property, or any interest in them, wherever situated, either within or outside of the service district, including water and water rights, and including the power to acquire other than by condemnation property or interests in property owned or held by institutions of higher education.
- (e) The power to sell, convey, mortgage, pledge, lease, exchange, transfer, and otherwise dispose of or contract with respect to the use, operation, and maintenance of, all or any part of its property and assets, including water and water rights.
- (f) The power to accept governmental grants, loans, or funds and to comply with the conditions of them.
- (g) The right to utilize any officers, employees, property, equipment, offices, or facilities of the county or municipality which established the service district, and for which the governing authority of the service district shall reimburse the county or municipality from service district funds, a reasonable amount for the services so rendered or for the property, equipment, offices, or facilities so used.
- (h) The right to employ officers, employees, and agents for the service district, including engineers, accountants, attorneys, and financial consultants, and to fix their compensation.
  - (i) The right to adopt an official seal for the service district.
- (2) The county legislative body shall by ordinance establish those classes of contracts of a service district which shall be subject to the requirements of [Section 17-53-308] <u>Title 11</u>,

Chapter 39, Building Improvements and Public Works Projects, or of any law hereafter enacted for the same purpose.

- (3) The governing authority of a municipality shall by ordinance establish those classes of contracts of a service district which shall be subject to the requirements of [Section 10-7-20] Title 11, Chapter 39, Building Improvements and Public Works Projects, or of any law hereafter enacted for the same purpose.
  - Section 8. Section **17A-3-208** is amended to read:

## 17A-3-208. Contract required for improvement -- Bidding requirements -- Exceptions.

- (1) As used in this section, the word "sealed" does not preclude acceptance of electronically sealed and submitted bids or proposals in addition to bids or proposals manually sealed and submitted.
- (2) (a) Except as otherwise provided in this section, improvements in a special improvement district shall be made only under contract duly let to the lowest responsible bidder for the kind of service or material or form of construction which may be desired. The improvements may be divided into parts, and separate contracts let for each part, or several parts may be combined in the same contract. A contract may be let on a unit basis. A contract shall not be let until a notice to contractors that sealed bids for the construction of the improvements will be received by the governing body at a specified time and place, and this notice has been published at least one time in a newspaper having general circulation in the county at least 15 days before the date specified for the receipt of bids.
- (b) If by inadvertence or oversight, the notice is not published or is not published for a sufficient period of time prior to the receipt of bids, the governing body, however, may still proceed to let a contract for the improvements if at the time specified for the receipt of bids it has received not less than three sealed and bona fide bids from contractors.
- (c) If, under the construction contract, periodic payments for work performed are to be made by the issuance of interim warrants, this fact shall be disclosed in the notice to contractors. The notice to contractors may be published simultaneously with the notice of intention.
- (3) The governing body, or its designated agent, shall at the time specified in the notice, open, examine, and publicly declare the bids. From these bids, the governing body may

award a contract to the lowest, responsible bidder if that party's bid is responsive to the request for proposal or invitation to bid; but the governing body shall not be obligated or required to award a contract to any bidder and may reject any or all bids. In the event no bids are received or no responsive or acceptable bids are received after one public invitation to bid, the governing body may take any of the following actions:

- (a) publicly rebid the project using the original plans, specifications, cost estimates, and contract documents;
- (b) negotiate a contract privately using the original project plans, specifications, cost estimates, and contract documents;
- (c) publicly rebid the project after revising the original plans, specifications, cost estimates, or contract documents;
  - (d) cancel the project;

- (e) abandon or dissolve the improvement district; or
- (f) perform the project work with the governing entity's work forces and be reimbursed for this work out of the special assessments levied.
- (4) A contract need not be let for any improvement or part of any improvement the cost of which or the making of which is donated or contributed by any individual, corporation, the county, a municipality, the state, the United States, or any political subdivision of the state or of the United States. These donations or contributions may be accepted by the governing entity, but no assessments shall be levied against the property in the district for the amount of the donations or contributions.
- (5) A contract need not be let as provided in this section where the improvements consist of the furnishing of utility services or maintenance of improvements. This work may be done by the governing entity itself. Assessments may be levied for the actual cost incurred by the governing entity for the furnishing of these services or maintenance, or in case the work is done by the governing entity, to reimburse the governing entity for the reasonable cost of supplying the services or maintenance.
- (6) A contract need not be let as provided in this section where any labor, materials, or equipment to make any of the improvements are supplied by the governing entity. Assessments may be levied to reimburse the governing entity for the reasonable cost of supplying such labor, materials or equipment. The provisions of [Sections 17-53-308] Title 11, Chapter 39, Building

Improvements and Public Works Projects, and Section 72-6-108 shall not apply to the
improvements to be placed in a special improvement district created under this part.
§ [Section 9. Section 53A-20-101 is amended to read:
53A-20-101. Construction and alteration of schools and plants Advertising for
bids Payment and performance bonds Contracts Bidding limitations on local
school boards Interest of local school board members.
(1) As used in this section, the word "sealed" does not preclude acceptance of
electronically sealed and submitted bids or proposals in addition to bids or proposals manually
sealed and submitted.
(2) (a) Prior to the construction of any school or the alteration of any existing school
plant, if the total estimated accumulative building project cost exceeds \$80,000, a local school
board shall advertise for bids on the project at least ten days before the bid due date.
(b) The board shall have the advertisement published in a newspaper having general
circulation throughout the state and in appropriate construction trade publications that offer
free listings.
(c) A similar advertisement is required in a newspaper published or having general
circulation in any city or county that would be affected by the proposed project.
(d) The advertisement shall:
(i) require sealed proposals for the building project in accordance with plans and
specifications furnished by the local school board;
(ii) state where and when the proposals will be opened and shall reserve the right of the
board to reject any and all proposals; and
(iii) require a certified check or bid bond of not less than 5% of the bid to accompany
the bid.
(3) (a) The board shall meet at the time and place specified in the advertisement and
publicly open and read all received proposals.
(b) If satisfactory bids are received, the board shall award the contract to the lowest
responsible bidder.
(c) If none of the proposals are satisfactory, all shall be rejected.
(d) The board shall again advertise in the manner provided in this section.
(e) If, after advertising a second time no satisfactory bid is received, the board may] ş

276	§ [proceed under its own direction with the required project.
277	(4) (a) The check or bond required under Subsection (2)(d) shall be drawn in favor of
278	the local school board.
279	(b) If the successful bidder fails or refuses to enter into the contract and furnish the
280	additional bonds required under this section, then the bidder's check or bond is forfeited to the
281	<del>district.</del>
282	(5) A local school board shall require payment and performance bonds of the
283	successful bidder as required in Section 63-56-38.
284	(6) (a) A local school board may require in the proposed contract that at least 10% of
285	the contract price be withheld until the project is completed and accepted by the board.
286	(b) If money is withheld, the board shall place it in an interest bearing account, and the
287	interest accrues for the benefit of the contractor and subcontractors.
288	(c) This money shall be paid upon completion of the project and acceptance by the
289	<del>board.</del>
290	(7) (a) A local school board may not bid on projects within the district if the total
291	accumulative estimated cost exceeds \$80,000.
292	(b) The board may use its resources if no satisfactory bids are received under this
293	section.
294	(8) If the local school board determines in accordance with Section 63-56-36 to use a
295	construction manager/general contractor as its method of construction contracting management
296	on projects where the total estimated accumulative cost exceeds \$80,000, it shall select the
297	construction manager/general contractor using one of the source selection methods provided
298	for in Sections 63-56-20 through 63-56-36.
299	(9) A local school board member may not have a direct or indirect financial interest in
300	the construction project contract.
301	(10) In a civil action to enforce the provisions of this section against a school district,
302	the court may award attorney's fees and costs to the prevailing party.] ş
303	Section $\S [10] 9 \S$ . Section 72-6-109 is amended to read:
304	72-6-109. Class B and C roads Construction and maintenance Definitions
305	Estimates lower than bids Accountability.
306	(1) As used in this section and Section 72-6-108:

307	(a) "Bid limit" means [\$100,000.]:
308	(i) for the year 2003, \$125,000; and
309	(ii) for each year after 2003, the amount of the bid limit for the previous year, plus an
310	amount calculated by multiplying \$125,000 by the lesser of 3% or the actual percent change in
311	the Consumer Price Index during the previous calendar year.
312	(b) "Consumer Price Index" means the Consumer Price Index for All Urban
313	Consumers as published by the Bureau of Labor Statistics of the United States Department of
314	<u>Labor.</u>
315	[(b)] (c) (i) "Construction" means the work that would apply to:
316	(A) any new roadbed either by addition to existing systems or relocation;
317	(B) resurfacing of existing roadways with more than two inches of bituminous
318	pavement; or
319	(C) new structures or replacement of existing structures, except the replacement of
320	drainage culverts.
321	(ii) "Construction" does not include maintenance, emergency repairs, or the installation
322	of traffic control devices as described in Section 41-6-20.
323	[(c)] (d) "Improvement project" means construction and maintenance as defined in this
324	section except for that maintenance excluded under Subsection (2).
325	[(d)] (e) "Maintenance" means the keeping of a road facility in a safe and usable
326	condition to which it was constructed or improved, and includes:
327	(i) the reworking of an existing surface by the application of up to and including two
328	inches of bituminous pavement;
329	(ii) the installation or replacement of guardrails, seal coats, and culverts;
330	(iii) the grading or widening of an existing unpaved road or flattening of shoulders or
331	side slopes to meet current width and safety standards; and
332	(iv) horizontal or vertical alignment changes necessary to bring an existing road in
333	compliance with current safety standards.
334	[(e)] (f) "Project" means the performance of a clearly identifiable group of associated
335	road construction activities or the same type of maintenance process, where the construction or
336	maintenance is performed on any one class B or C road, within a half-mile proximity and
337	occurs within the same calendar year.

338	(2) The following types of maintenance work are not subject to the contract or bid limit
339	requirements of this section:
340	(a) the repair of less than the entire surface by crack sealing or patching; and
341	(b) road repairs incidental to the installation, replacement, or repair of water mains,
342	sewers, drainage pipes, culverts, or curbs and gutters.
343	(3) (a) (i) If the estimates of a qualified engineer referred to in Section 72-6-108 are
344	substantially lower than any responsible bid received or in the event no bids are received, the
345	county or municipality may perform the work by force account.
346	(ii) In no event shall "substantially lower" mean estimates that are less than 10% below
347	the lowest responsible bid.
348	(b) If a county or municipality performs an improvement project by force account, it
349	shall:
350	(i) provide an accounting of the costs and expenditures of the improvement including
351	material, labor, and direct equipment costs to be calculated using the Cost Reference Guide for
352	Construction Equipment by Dataquest Inc.;
353	(ii) disclose the costs and expenditures to any person upon request and allow the
354	person to make a copy and pay for the actual cost of the copy; and
355	(iii) perform the work using the same specifications and standards that would apply to
356	a private contractor.
357	Section 11. Repealer.
358	This act repeals:
359	Section 10-7-20, Definition Necessity for contract Call for bids Acceptance
360	or rejection Retainage.
361	Section 17-53-308, Repair, alteration, or construction of public buildings
362	Contracts Bids Payment and performance bonds Retainage.
363	Section 17A-2-531, Bids for construction Contracts Payment and performance
364	bonds Retainage.
365	Section 17A-2-723, Construction Notice Awarding contracts Contractor's
366	bonds.

Legislative Review Note as of 1-28-03 6:44 AM

A limited legal review of this legislation raises no obvious constitutional or statutory concerns.

Office of Legislative Research and General Counsel

## **State Impact**

While there is no fiscal impact to State budgets, passage of this bill could increase or decrease construction costs to counties, school districts and special districts depending on the number and size of the bids received.

## **Individual and Business Impact**

Passage of this bill may increase contractor accessibility to county, school districts and special district projects.

Office of the Legislative Fiscal Analyst